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**THE IMPACT OF THE NATIONAL GUARD  
COUNTERDRUG PROGRAM IN AMERICA.  
WHERE DO WE GO FROM HERE?**

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## ABSTRACT

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The illegal drug scene is spreading and changing, but how to deal with drug abuse is a much disputed subject. How you look at the drug scene depends on where you are, who you are and what you know about the scenario for tomorrow. Although the abuse of some drugs is decreasing, serious drug problems are found everywhere, in cities and rural communities, in all age groups, and among people of all races and economic status. For several years the National Guard has played a key role in the Counterdrug efforts to stop the flow and spread of illicit drug into and within the United States. The purpose of this study is to examine the National Guard Counterdrug programs in America and its efforts in neutralizing the use and spread of illegal drugs.



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## THE IMPACT OF THE NATIONAL GUARD COUNTERDRUG PROGRAM: WHERE DO WE GO FROM HERE?

Drug production is not the problem. Consumption is the problem. Even if we were able to cut off all importation of foreign produced drugs, we would not solve the problem. The problem is fundamentally a domestic one. Obviously the U.S. government can hardly hold others responsible for a failure to control problems that we cannot control in our own nation's capital.

—Jean Kirkpatrick  
Former United States Ambassador to the United Nations

### NATIONAL GUARD ROLE

The National Guard counterdrug support to drug law enforcement efforts began in 1977 when the Hawaii Army National Guard, participating in "Operation Green Harvest" provided helicopter transport to law enforcement agents attempting to identify cultivated marijuana.<sup>1</sup> Over the years this support has been primarily logistical, with emphasis placed on sustaining law enforcement operations. Counterdrug operations and programs conducted in particular by the California, New Mexico and Texas National Guard have served as a blueprint for many other National Guard programs.

In 1989, the National Defense Authorization Act assigned the Department of Defense as the lead agency of the federal government for the detection and monitoring of illegal drugs into the United States in support of law enforcement agencies. This Act expanded the role of the National Guard by approving the funding of the Governor's State Counterdrug plans. The plans are designed to use the National Guard in support of drug enforcement and demand reduction activities.

The National Guard is uniquely qualified to provide support to community based anti-drug organizations. Located in all 54 States and territories, the Guard works in combination with over 3,900 coalitions. Providing vital support to a wide variety of demand reduction missions with unit personnel who serve as facilitators, trainers, speakers, mentors, planners, volunteers and role models. These citizen soldiers serve on over 2,500 Local, State, and National coalitions whose only mission is the prevention of substance abuse.<sup>2</sup>

One of the highest priorities of the National Guard Counterdrug program is to provide support to domestic Law Enforcement Agencies and Community Base organizations in their efforts to reduce the use of and trafficking in illicit drugs. These programs are executed by authority of the 50 States, District of Columbia, Guam, Puerto Rico, and the U.S. Virgin Islands; in concert with the National Drug Control Strategy. The National Guard provides Counter Drug support to the Federal, State and Local Law Enforcement Agencies and to Community Based Organizations that request Drug Demand Reduction assistance. Personnel in the National Guard may engage in Counterdrug support activities for which federal funding is provided by Title 32 United States Code (USC) 112 and must act in support of Law

Enforcement Agencies. Each state submits for review an annual Governor's State plan to the National Guard Bureau. The plan must be approved and signed by the governor and State Attorney General.

The Posse Comitatus Act of 1878, and subsequent legislation, directly affects the extent to which military forces can participate in law enforcement activities. The Act prohibits the use of federal military forces to perform internal police functions. The Act does not pertain to National Guard personnel on duty under authority of Title 32 State Status. Public Law 97-86, passed in 1982, amended the Posse Comitatus Act, which now authorizes indirect military involvement such as equipment loan, personnel support, training, and sharing intelligence.<sup>3</sup>

Throughout 1999, the National Guard continued to provide assistance to law enforcement agencies and community based organizations in support of the President's National Drug Control Strategy. The bulk of the National Guard efforts supported the State Governors' plans for use of National Guard personnel in drug interdiction and demand reduction activities. The National Guard provides a wide range of Counterdrug support capabilities, including cargo inspection assistance at ports of entry, aerial and ground reconnaissance, intelligence analysis, training, and in the construction of roads and fences.

The success or failure of a particular counterdrug mission and the role the National Guard plays in that mission, is controlled by the Drug Law Enforcement Agency. Most Drug Law Enforcement Agencies measure their success quantitatively (number of plants, street value of drugs seized, etc.) and not by the quality of the execution or training benefits.

By the end of the fiscal year 1999, the National Guard had performed over 13,093 counterdrug missions, using over 1,221,481 man-days for this support. These support missions accounted for over 191 million pounds of Cocaine; 860 million pounds of process marijuana; over 54 million marijuana plants, over 42 million pounds of methamphetamines, and assisted in confiscation of over 6,374 weapons and \$152 million in seizures.

The National Guard continues to provides free training to law enforcement agencies and community based organizations at the following locations:

1. National Interagency Civil Military Institute, San Luis Obispo, California.
2. Multi-Jurisdictional Counterdrug Task Force Training, St. Petersburg, Florida.
3. Regional Counterdrug Training Academy; Meridian, Mississippi.
4. Northeast Counterdrug Training Center at Fort Indiantown Gap, Pennsylvania.

These training programs are in support of the National Drug Control Strategy in the conduct of drug prevention and demand reduction courses.

President Reagan's administration made noteworthy efforts in fighting illegal drugs. On October 14, 1982, following a decade of increasing political pressure for a firmer stance on illegal drugs, President Reagan declared a "War on Drugs" and pledged an unshakable commitment to do what is necessary to end the drug menace in America. In 1986, the president signed a National Security Decision Directive that called drug trafficking a "Threat To The National Security of the United States" and

directed all federal agencies with a role in drug enforcement, including the Department of Defense to pursue counter narcotics efforts more actively.<sup>4</sup>

The war on drugs has had an enormous impact on the United States society and on the criminal justice system. Federal expenditures for drug enforcement have soared, reaching \$13.7 billion in 1995. The number of persons arrested for drug offenses doubled, from 601,000 in 1975 to 1.3 million in 1994. Convictions for drug offenses were responsible for half of the increase in the prison population between 1980 and mid 1990.<sup>5</sup>

The threat posed to American public health has never been greater. The United States has 5 percent of the world's population but consumes 60 percent of its illicit drugs.<sup>6</sup> Intravenous drug use is now the single largest source of new HIV/AIDS virus infections and up to one half of AIDS death is now considered drug related. The United States security depends on regional stability across the globe and is being threatened by the destructive effects of drug activities in America. The National Guard is working to advance the national objectives of reducing the flow of illegal drugs into the United States with the use of effective application of available resources, consistent with our national values and legal framework.

In 1986 and again in 1988, two federal bills were passed which required that the U.S. Military be a party to intercepting illegal drugs coming into the country. The most important provisions of these bills allocated resources, mainly equipment and personnel, to interdict illegal drugs at the border. Department of Defense officials aware of low interdiction rates and the improbability of success in these ventures, commissioned a study by the Rand Corporation to evaluate the feasibility of "sealing" the country off from incoming illegal drugs (Reuter, Crawford, and Cave, 1988). The report concluded that it is "extremely difficult" to reduce cocaine consumption in the United States by even as little as 5 percent, even if the government were to put into operation the most stringent and thorough interdiction program feasible.<sup>7</sup>

During President Bush's administration in 1989, it was accepted policy that the scourge of drugs was a clear and present danger to the nation. It is not surprising that the military components of the 1990 National Security Strategy included reference to a counter narcotics role and the increasing importance of intelligence.

The National Defense Authorization Act of 1989 laid out the following counterdrug mission for the military:

1. Act as the lead agency for detection and monitoring of area and maritime transit of illegal drugs in the United States.
2. Integrate command, control, communication and technical intelligence assets dedicated to drug interdiction into an effective network.
3. Approve and fund governors' plans for expanded use of the National Guard in support of state interdiction and enforcement operations.<sup>8</sup>

## MILITARY ROLE

During the Bush administration continued emphasis was placed on the "War on Drugs". He directed "We will for the first time make available the appropriate resources of the Armed Forces. We will intensify our efforts against smugglers on the high seas, in international airspace, and on our borders".<sup>9</sup> Since that time the policy of the United States has been to disrupt, dismantle and ultimately to destroy the illegal markets for drugs by attacking both the supply and the demand side of the problem. Though each administration's Drug Czars have slightly modified this policy, the theme has remained relatively consistent over the years.

There are three levels of effort that apply to drug law enforcement throughout the United States. The strategic, operational and tactical are a range of overlapping activities and planning responsibilities. At the strategic level, the president, cabinet officers, and congressional leaders establish broad national policy and desired conditions. Leaders set forth policy goals and specific strategic objectives and priorities for resources. At the operational level are organizations and planners that translate the broad vision and strategic intent of the national and regional leadership into practical direction to achieve strategic objectives. At the tactical level the actual law enforcement battle and engagement are fought within the intent of the strategic guidance and operational plans. It is at this level that the critical investigative work is done with Federal, State and Local law enforcement personnel combined in functional task forces and small teams.<sup>10</sup>

The fact that the military has only a supporting role in counterdrug operations further complicates analysis of its value. Because military units do not perform independent counterdrug operations, their effectiveness is dependent on the actions of the supported law enforcement agency. The military applies most interdiction support to surveillance and identification while leaving the tasks of pursuit and apprehension to the supported law enforcement agency. The question most often asked by military personnel engaged in counterdrug operation is "Who is in Charge?" The answer is "Not the Military". The military will always be in support of Drug Law Enforcement Agencies and will never conduct independent counterdrug operations.

The Department of Defense is the lead agency of the federal government for the detection and monitoring of aerial and maritime transit of illegal drugs to the United States. Efforts to maintain missions requirements includes a robust maritime air surveillance tracking system using intelligence as well as Patrol Coastal ships in the transit zone, and air surveillance aerostats along the Southwest Border and Gulf Coast. The Department of Defense support also comes in the form of direct support to Drug Law Enforcement Agencies along the Southwest Border and in the development of drug detection instruments and truck/containers X rays to support U.S. Customs drug detection and seizure efforts at U.S. ports of entry.<sup>11</sup>

Joint Task Force 6 was established at Fort Bliss Texas on November 13, 1989 by the Chairman, of the Joint Chief of Staff. The Task Force works closely in coordinating the Department of Defense active and reserve component support to Federal, State and Local Drug Law Enforcement Agencies. In 1995

Joint Task Force 6's area of responsibility expanded from its original four States in the Southwest Border region to include support responsibilities for the entire United States, Puerto Rico and the Virgin Islands.<sup>12</sup> Mission requirements include conducting operations and providing ground and aerial surveillance, reconnaissance, and other support activities to law enforcement agencies involved in immigration activities and counterdrug operations. Law enforcement agencies submit their request for support through Operational Alliance to JTF-6 for processing and approval.<sup>13</sup> The Task Force has no assigned Department of Defense forces, but relies largely upon the reserve components. National Guard units are providing a variety of support to JTF-6 to include intelligence, ground and aerial reconnaissance along with Engineer support in the construction of roads and fences.

### **NATIONAL DRUG CONTROL STRATEGY**

The Anti Drug Abuse Act of 1988 established as a policy goal the creation of a drug free America. A key provision of the Act was the establishment of the Office of National Drug Control Policy. The mission of the Office of National Drug Control Policy was to set priorities, implement a national strategy, and certify the federal drug control budgets. The law specifies that the strategy must be comprehensive and research based, contain long range goals, measurable objectives, and seek to reduce drug abuse, trafficking, and their consequences. Specifically, drug abuse is to be curbed by preventing youth from using illegal drugs, reducing the number of users, and decreasing drug availability<sup>14</sup>

The National Drug Control Strategy proposed a ten-year conceptual framework to reduce illegal drug use and availability of 50 percent by the year 2007. In order to achieve these goals, the strategy calls for a comprehensive and balanced approached to the drug problem by addressing prevention, treatment, research, law enforcement, protection of our borders, and international cooperation.<sup>15</sup>

Although individuals are responsible for their choices, actions can be taken to encourage them to make the right choice. The National Drug Control Strategy takes a long term, holistic view of the Nations drug problems and recognizes the significant effect drug abuse has on the nation's public health and safety. It is organized to define clearly and succinctly the plan of attack and enumerates the actions required to reduce drug use in the United States. The Strategy maintains that no single solution or entity can suffice to deal with the multifaceted challenge that drug abuse represents; and that several solutions must be applied simultaneously.<sup>16</sup>

The 1996 Strategy established five goals and thirty-one supporting objectives as the basis for a coherent, long-term national effort. These goals remain the heart of the 1999 Strategy and will guide federal drug control agencies over the next five years.

### **DEMAND REDUCTION PROGRAM (TABLE 1)**

The United States has a substantial drug problem. The federal government in an attempt to marshal additional forces for prevention; directed the military to establish a community program to reduce

the demand for illegal drugs among youth. The National Guard continues to play a vital role in support of this piece of the National Drug Control Strategy.

The long range National Guard's Counterdrug Plan focus resources for a collective effort that support the National Drug Control Strategy Goals. Three of the focus areas include:

1. Motivate America's youth to reject illegal drugs and substance abuse.
2. Increase the safety of America's citizens by supporting the reduction of drug-related crime and violence.
3. Continuing the National Guard's long standing history of assisting law enforcement agencies in shielding America's air, land, and sea frontiers.<sup>17</sup>

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.**

**Objective 1:** Educate parents and community leaders to help youth reject illegal drugs.

**Objective 2:** Pursue a vigorous advertising and public communication program.

**Objective 3:** Promote zero drug policies for youth within the family, school and community.

**Objective 4:** Provide students with prevention programs and policies that are research based.

**Objective 5:** Support parents and mentors in encouraging a healthy lifestyle.

**Objective 6:** Encourage the development of community coalitions.

**Objective 7:** Create partnerships with the media and entertainment industries.

**Objective 8:** Developed and implement a set of research based principles.

**Objective 9:** Support and highlight research programs training young Americans.

**TABLE 1 - GOAL 1 AND OBJECTIVES**

The National Drug Control Strategy is designed to limit the demand and the supply of drugs. It is only through a balanced array of demand reduction and supply reduction programs that the United States will be able to achieve a reduction in drug use and see a reduction in their consequences.<sup>18</sup>

Demand Reduction Programs places emphasis on reducing the demand for illegal drugs and drug abuse by working closely with community groups and government agencies to develop and implement programs and activities that target drug awareness and the improvement of attitudes of at risk youths. Some of the programs are: Red Ribbon Campaign; Junior ROTC programs; Boy Scouts of America Learning for Life; Adopt A School programs; National Youth Sports Camp program; Boys and Girls Clubs; Kids and Cops program; Drug Abuse Resistance Education program; Drug Education For Youth; Big Brothers/Big Sisters programs; Youth Academies; and the Police Athletic League program.

One of the most famous national programs was Nancy Reagan's "Just Say No" campaign in the 1980s. The first priority of a drug control policy proposed by conservatives William J. Bennett, John J. Dilulio, and John P. Walters was "Teach Young Children that Drug Use is Wrong".<sup>19</sup>

One of the most popular anti-drug education programs in recent years has been the Drug Abuse Resistance Education (DARE). The Los Angeles Police Department and the Los Angeles School system

created the DARE program in 1983. This program consists of seventeen 45 to 60 minute classes, taught by sworn police officers to fifth and sixth grade students. It relies primarily on effective education, attempting to provide the skills for recognizing and resisting social pressures to experiment with tobacco, alcohol, drugs and developing skills in risk assessment and decision making. The Drug Abuse Resistance Education Program has been extremely popular with parents, politicians, and the police. By 1997, the program was operating in 70 percent of all school districts at a total cost of an estimated \$750 million a year.<sup>20</sup> The California National Guard supports this program with facilitators/instructors and the use of facilities for graduation. In support of Goal 1 (Table 1) of the National Drug Control Strategy, the National Guard continues to support more than 8,100 community based activities, which are primarily focused on anti-drug and anti-substance abuse education and training for youth, aim at improving quality of life, self -esteem and education. These activities include community coalition building, promoting anti-drug messages, youth camps, fostering family values, and leadership development.<sup>21</sup> Texas full-time and traditional Guard members participate in the Adopt-A-School program in which a school is adopted by a local Texas National Guard unit. This program includes elementary through high school level students. The National Guard expands the use of its armories as focal points for community events that provide youth and adults of all ages with educational programs and events that focus on drug free living.

Today's youth are no longer limiting their drug use to marijuana; they use drugs that are potentially more dangerous, like heroin, and methamphetamines. To counter the trends the National Guard has established youth programs that provide children with the tools to resist drug use and also offer many prevention based activities.

These Demand Reduction Programs, in partnership with communities, coalitions and organizations; reaches millions of young people to help educate and motivate them to reject illegal drugs. In fiscal year 1998, the National Guard spent over \$12.5 million to support over 8,600 missions reaching over 13.5 million people.<sup>22</sup>

Prevention of drug use in the United States must focus intensively on the problem of demand. The cultural forces that encourage and perpetuate drug use in our society must be eliminated. We must also recognize that drugs have become a deeply ingrained part of American life and that prevention cannot occur unless social attitudes toward drug use change. Changing social attitudes toward drugs is a difficult undertaking, but not an impossible one. Many segments of society must become involved in this effort. The message that drug use is unacceptable, unhealthy, and unnecessary must be communicated in a credible and consistent manner by the family, schools, media, business community, medical, legal experts, politicians, professional athletes, and other public figures. This message must be reflected in every aspect of American life including education, entertainment, business management practices, and law enforcement. Sports programs and sports figures reach and influence hundreds of thousands of young children every year. Children tend to admire professional athletes. Unfortunately in some cases, stars often convey mixed messages pertaining to drugs. Research conducted by the Partnership for a Drug Free America and the University of Michigan demonstrates that sustaining a heavy anti-drug media

campaign, over time, positively changes youth attitudes and reduces usage rates. Giving the importance of getting prevention messages to children as early as they can absorb them and associating them with activities and figures they admire, will provide a significant payoff in the counterdrug education prevention efforts.

### **Reducing Drug Crime and Violence (Table 2)**

#### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

**Objective 1:** Strengthen federal, state, and local law enforcement.

**Objective 2:** Improve the High Intensity Drug Trafficking Area to counter drug trafficking.

**Objective 3:** Help law enforcement to disrupt money laundering.

**Objective 4:** Break the cycle of drug abuse and crime.

**Objective 5:** Support research of scientific information in support of Law Enforcement.

#### **TABLE 2 - GOAL 2 AND OBJECTIVES**

The Strategy's second goal (Table 2) focuses on increasing the safety of America's citizens by reducing drug crime and violence. Drug related crime can be reduced through community oriented policing and other law enforcement tactics as demonstrated by police departments where the crime rate was high. The Department of Defense has supported this goal by transferring more than \$239 million of excess equipment to Drug Law Enforcement Agencies. Additional training data from the National Guard Bureau indicates that the National Guard Regional Counterdrug Training Academy located in Meridian, Mississippi has trained over 3,694 law enforcement officers while the Multi-Jurisdictional Counterdrug Task Force located in St. Petersburg, Florida reached over 119,000 law enforcement personnel. Strengthening law enforcement, promoting inter-agency cooperation, and facilitating cross-jurisdictional operations will make law enforcement more efficient.

#### **HIGH INTENSITY DRUG TRAFFICKING AREA**

The High Intensity Drug Trafficking Area (HIDTA) are regions having critical drug trafficking problems that have a harmful impact on other areas of the United States. There are currently thirty-one HIDTAs. The HIDTA program addresses Goal Two of the National Drug Control Strategy. Each HIDTA has the responsibility for assessing regional drug threats, design strategies to combat the threat, and develop initiatives to implement the strategy.<sup>23</sup> All HIDTA Team members have the mission of developing strategies for their areas while providing sufficient operational planning and direction to ensure that measurable, strategic objectives are achieved.

The Anti-Drug Abuse Act of 1988 authorized the Director of the Office of National Drug Control Policy to designate areas in the United States as a High Intensity Drug Trafficking Area. Resources provided to the HIDTA programs have grown from \$25 million in fiscal year 1990 to \$186.5 million in fiscal year 1999. HIDTA program provides resources to Local, State, and Federal agencies within each HIDTA

for implementing a regional joint strategy. The program will empower Local, State and Federal officials to institutionalize their collaborative efforts in fostering innovation, providing sound solutions, and presenting measurable objectives.<sup>24</sup> All HIDTA receive extensive personnel support from the Guard with logistical and communication support, technical training and intelligence analysts.

#### **Health and Social Costs (Table 3)**

##### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

**Objective 1:** Support and promote drug treatment.

**Objective 2:** Reduce drug related health problems.

**Objective 3:** Promote national adoption of drug free workplace programs.

**Objective 4:** Support the education of professionals who work with substance abusers.

**Objective 5:** Support research of medications to prevent or reduce drug dependence.

**TABLE 3 - GOAL 3 AND OBJECTIVES**

The Strategy's third goal (Table 3) targets the reduction of health and social costs to the public because of illegal drug use. It is chronic drug users who fuel the largest percentage of these costs. Not only are these drug users responsible for a disproportionate amount of drug related crime, they are frequently vectors for the spread of infectious diseases, such as hepatitis and HIV. Their drug dependence reduces productivity in the workplace, spawns dysfunctional families, and burdens our health care system.

The military has for years supported an aggressive drug-testing program and conducts prevention and education activities for all personnel. Funding for drug testing, education and awareness programs continue to focus on maintaining military readiness and a drug free workplace environment.

Research and Technology initiatives from the Counterdrug Technology Assessment Center and the National Guard strengthen federal law enforcement capabilities to combat drug related violence, disrupt criminal organizations, and arrest and prosecute the leaders of illegal drug.

#### **Drug Interdiction and Supply Source Suppression (Tables 4 & 5)**

The Strategy's fourth and fifth goals address the need to shield America's air, land, and sea frontiers from the drug threat and break foreign and domestic sources of drug supply. Two major supply reduction efforts by the federal government include interdiction, (stopping the flow of drugs entering the country) and eradication (reducing the production of drug plants in the field). Because of the enormous profits produced, stopping the flow of a particular drug from one source merely causes another immediately to take its place.

The Air National Guard deployed and currently maintains radar support equipment in the Caribbean and Southwest Border areas to support the United States Customs Service radar operations. Other ongoing operations include, Operation Coronet Nighthawk, which provides Air National Guard counterdrug operations on the Caribbean Island of Curacao and the provision of Air National Guard F-16/15's in support of SOUTHCOM counterdrug operation under the direction of the Joint Interagency

Task Force-East in Key West Florida. These aircraft maintain 15 minutes alert on a 24-hour basis. Mission requirements include the utilization of fighters and other aircraft to identify, track, and base on situational requirements, intercept suspected drug traffickers in transit zones.

**Goal 4: Shield America's air, land and sea frontiers from the drug threat.**

**Objective 1:** Conduct operations to detect illegal drugs in transit to the United States.

**Objective 2:** Improve coordination and effectiveness of Drug Law Enforcement programs.

**Objective 3:** Improve cooperation with Mexico and other cocaine and heroin countries.

**Objective 4:** Conduct research and develop technology.

**TABLE 4 - GOAL 4 AND OBJECTIVES**

Another area that has drawn much interest is the "Host Nation Rider" requirements. Counterdrug aircraft frequently travel over various South American countries to conduct counterdrug operations. Some of these host nations require that a representative from their country be on board the aircraft to monitor activities and coordinate with the host nation's Law Enforcement Agencies. These representatives are known as the Host Nation's Riders. Because of the language barrier between flight crews and Host Nation's Riders, the National Guard was tasked with the mission of providing linguistic support. This mission covers all airborne platforms include AWACS, Navy and Customs P-2/3's.

#### **COUNTERDRUG TECHNOLOGY**

Technology continues to play a dramatic role in combating drug-related crimes. Law enforcement agencies have increased their effectiveness by integrating technology in the efforts to safeguarding our borders from the flow of illicit drugs. Since 1992 the National Guard Digital Mapping Initiative (DMI) has been providing maps to Counterdrug Law Enforcement Agents in support of counterdrug operations nationwide. To date, the National Guard has supported over 300 agencies producing over 100,000 pages of maps. These maps are computer-generated and can be annotated in any way the Law Enforcement Agencies require. Agencies are able to document previous growth or eradication data, current missions and statistical analysis. Scales from 1:24,000 up to 1:2,000,000; provide terrain and street level data, annotating towers, roads, rivers and political boarders as well as providing other relevant data needed and used by Law Enforcement Agencies.<sup>25</sup>

Counterdrug Technology Assessment Center assist law enforcement agencies by applying "State of the Art" tactical tools by exploiting the capabilities of high-speed computers and communications networks. This enables the officials to meet operational counterdrug technical needs. Additionally, the U.S. Military and law enforcement agencies continue to develop a wide range of high tech drug-busting devices, i.e., radar systems, surveillance aircraft, boats, computer networks, mobile X-ray vans, range finders, and other equipment.<sup>26</sup>

Technology and research efforts within the private sector provide valuable assistance to military and law enforcement agencies and help reduce the cost of research, development, testing, and evaluation at the federal level. The National Guard works extensively with the Georgia Tech Research Institute in leading the Counter Drug Geographical Regional Assessment Sensor System project. Their responsibilities include Technology evaluation and transfer; operational assistance insertion; system integration and Program coordination. Additionally, much progress is being made in ongoing corroboration with the U.S Department of Agriculture Research Service involves analyzing remote sensing techniques required for spotting marijuana spectral signatures.

**Goal 5: Break foreign and domestic drug source of supply.**

**Objective 1:** Produce reduction in the worldwide cultivation of coca, opium, and marijuana.

**Objective 2:** Disrupt and dismantle major international drug trafficking organizations.

**Objective 3:** Support and complement source country drug control efforts.

**Objective 4:** Develop and support efforts against illegal drug production, trafficking, and abuse.

**Objective 5:** Promote international policies and laws that deter money laundering.

**Objective 6:** Support research and technology to reduce illegal drugs.

**TABLE 5 - GOAL 5 AND OBJECTIVES**

The United States continues to focus international drug control efforts (Goal 5) on source countries. International supply reduction programs not only reduce the volume of illegal drugs coming to the United States they also attack international criminal organizations, strengthen democratic institutions, and honor the United States international drug control commitments. The international drug control strategy seeks to increase source-country resources, capabilities, and political will to reduce cultivation, attack production, interdict drug shipments, and disrupt and dismantle trafficking organizations, including their command and control structure and financial underpinnings.

**COUNTERDRUG FUNDING**

The 1999 federal drug budget came to just over \$17 billion, of which \$11.2 billion (66 percent) was for the supply side and \$5.9 billion (34 percent) was for the demand side.<sup>27</sup> The FY 2001 National Drug Control Budget supports the National Drugs Control Strategy and Objectives. Total funding recommended for FY 2001 is \$19.2 billion; an increase of \$760 million over the FY 2000 level of 18.5 billion.

The National Guard Counterdrug Governors State Plans budget for FY2000 was \$149 millions, which is considerable less than the FY1999 budget of \$167.6M. Congress has in the past offset funding shortfalls through supplemental or emergencies appropriations, however because of funding level inconsistencies, National Guard missions ability to execute counterdrug missions for Law Enforcement Agencies and Community Based Organization may be impacted because of the uncertain nature of actual executable state plans dollars.<sup>28</sup>

### **National Guard State Plans Funding History**

- \*\* National Guard Counterdrug Governors State Plan budget for FY97 was \$180 million.
- \*\* National Guard Counterdrug Governor State Plan budget for FY98 was \$149.1 Million.
- \*\* National Guard Counterdrug Governors State Plan budget for FY99 was \$167.6 Million.
- \*\* Current National Guard Counterdrug Governors State Plan budget for FY00 is \$149 Million.
- \*\* The proposed National Guard Governors State Plan budget for FY01 is \$152.1 Million.

### **CONCLUSION**

Drug abuse is like a cancer, and we must try through prevention, treatment and education to hold this chronic and devastating disease at bay.

General Barry McCaffery, USA, Ret.

Implicit in the entire interdiction enterprise is the notion that if the United States could only stop foreign countries from producing illicit drugs, we could solve the drug problem at home. Ultimately, to be successful, efforts to curb drug use and sales must address the social and community problems that underline these activities. True solutions to the problems of drug abuse must address the breakdown of communities and families that are at the root cause of drug abuse. Every community has a responsibility because reduced demand signals a more permanent change. Only when people stop asking for narcotics, and our society has accepted this change as non-negotiable, will the drug situation dramatically improve.

The National Drug Control Strategy represents a plan to reduce drug use, drug availability, and the consequences associated with drug use and drug behavior. Attaining the end-state defined by the Strategy will require a concerted program effort at all levels. Partnership involves everyone. They strengthen and empower communities, enabling them to alleviate drug activities.

Lastly, no single program will be able to stop the drug problem in our communities. The solution lies in a comprehensive and coordinated, multi-faceted campaign; the combination of school and community based prevention, enforcement, interdiction, treatment, demand reduction programs, parental support, and increased support from the government and the private sector. We must provide our children with the knowledge and the tools needed to reject drugs. We must continue to let America know that drugs are illegal, dangerous and wrong.

### **RECOMMENDATIONS**

#### **Strengthen Support of the National Guard Counterdrug Program.**

Where DO We Go From Here? The most effective strategy in solving America's drug problem is through domestic programs that combine effective law enforcement, treatment, prevention and education programs that are mutually supportive and designed to meet the unique needs of communities. One of the big keys to successfully implementing many of the National Guard programs is to continue the strong

partnership between the Federal, State, Local, and private sector organizations. The National Guard Demand Reduction Programs have a positive impact on children throughout the United States. Despite several success stories, the National Guard efforts in supporting counterdrug operations and community base programs are not a magic cure. Demand Reduction Programs are working and every effort must be made for continued support of "Demand Reduction Programs" and "Guard Support to Law Enforcement Agencies.

**Assign Operational Control of Joint Task Force 6 to the National Guard.**

As military leaders respond to more nontraditional world operations, dwindling resources and more congressional pressure to find efficiencies, a closer examination should be made by the Department of Defense and the National Guard in assigning operational control of Joint Task Force 6 to the National Guard. Efforts to combat the flow and use of illegal drugs in the United States has demonstrated that the National Guard can provide this critical support to Law Enforcement Agencies and to our Nation.

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## ENDNOTES

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<sup>4</sup> J.F. Holden-Rhodes, Sharing the Secrets – Open Source Intelligence and the War On Drugs, Westport, Connecticut: Praeger Publishers, 41.

<sup>5</sup> Samuel Walker, Sense and Nonsense About Crime and Drugs – A Policy Guide, 4<sup>th</sup> ed. (Albany, New York: Wadsworth Publishing Company, 1998), 249.

<sup>6</sup> Dirk Chase Eldredge, Ending the War on Drugs – A Solution For America, (Bridgehampton, New York: Bridge Work Publishing Company, 1998), Xi.

<sup>7</sup> Eric Goode, Between Politics and Reason – The Drug Legalization Debate, New York: St. Martin Press, 1997, 97

<sup>8</sup> Rhodes, 63.

<sup>9</sup> Mary A. Sommerville, Essays on Strategy XV Washington, D.C.: National Defense University Press, 1999, 33

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<sup>11</sup> Barry R. McCaffrey, "Office of National Drug Control Policy" available from <<http://www.Whitehousedrugpolicy.gov/policy/99ndcsbudget/defense.htm1>>; Internet; accessed 31 January 2000.

<sup>12</sup> Mendel and Munger, 48

<sup>13</sup> Sommerville, 37

<sup>14</sup> Willialm J.Clinton and Barry R. McCaffrey, The National Drug Control Strategy, 1999: Washington D.C.: The White House, 1999, 3

<sup>15</sup> Barry R. McCaffrey, Reducing Drug Abuse in America, 1999: Washington D.C.: 1999, 7.

<sup>16</sup> Clinton and McCaffrey, 4

<sup>17</sup> Colonel John C. Mosbey, 1999 National Guard Drug Demand Reduction Resource Directory Washington, D.C, 1999

<sup>18</sup> "National Guard Bureau Counterdrug Frequently Asked Questions" available from ><HTTP://CDWeb.NGB.Army.Mil/Devnew/Faq/Faq.htm>>; Internet; accessed 25 November 1999. 1

<sup>19</sup> Walker, 255.

<sup>20</sup> Walker, 257.

<sup>21</sup> "Fact Sheet: National Guard Counterdrug Mission" available from >HTTP://WWW.NGB.Dtic.Mil/Bureau/Ochief/Ngcountr.htm>; Internet; accessed 11 November 1999

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<sup>23</sup> Barry R. McCaffrey, The High Intensity Drug Trafficking Areas Program - An Overview Washington, D.C.: U.S. Government Printing Office, 1999, 1.

<sup>24</sup> Barry R. McCaffrey, Responding To Drug Use and Violence. Washington, D.C.: U.S. Government Printing Office, 1998, 119.

<sup>25</sup> Lieutenant Colonel Billy Asbell, National Guard Counterdrug Directorate, telephone interviewed by author, 12 December 1999.

<sup>26</sup> Robert Chepesiuk, Hard Target, The United States War against International Drug Trafficking, 1982-1997, Jefferson, North Carolina: McFarland & Company, 1998, 88.

<sup>27</sup> Michael Massing, The Fix, New York: Simon & Schuster, 1998, 272.

<sup>28</sup> Underwood, Johnny, <UnderwoodJ@CDMail.NGB.Army.Mil>, "National Guard Funding." electronic mail message to Reginald B. Geary <Reginald.Geary@Carlisle.Army.Mil>, 7 March 2000.

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